

**Minneapolis**  
City of Lakes

**Community Planning &  
Economic Development**



**UNIVERSITY  
OF MINNESOTA**



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July 1, 2010

Mr. Jonathan Sage-Martinson  
Central Corridor Funders Collaborative and Learning Network  
451 Lexington Parkway North  
St. Paul, MN 55104

Dear Jonathan:

On behalf of the City of Minneapolis, University of Minnesota, and Hennepin County, we are pleased to submit this proposal to the Central Corridor Funders Collaborative and Learning Network’s Catalyst Fund. We are enthusiastic about the opportunity to propose this project, and the potential it represents to effect positive change in a critical location along the Central Corridor LRT line.

*Organizational/collaborative name:* Stadium Village LRT Station Area Plan

*Organizational/fiscal agent legal status:* City of Minneapolis

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*What amount of funding are you requesting?*      \$60,000

*What is the problem you are seeking to address?*

The area around the Central Corridor light rail station at Stadium Village in Minneapolis may be the last unplanned station along the entire line. This plan seeks to remedy this situation, providing a strong framework for land use, transportation, future development, public realm and connectivity that stems directly from the investment of LRT service and a station at one of the region's significant population and employment hubs.

The area has a unique land ownership pattern, where property owned by the University of Minnesota intertwines with other property owners. Recent completion of important U of M planning and capital projects provides a known context for making strategic and effective plans to build on the potential benefits of LRT. These include:

- The TCF Bank Stadium (opened September 2009), and adjacent Biomedical Discovery District (2007 and continuing) have greatly altered the area's land use patterns, road network, and parking supply.
- The U of M's own campus master plan (March 2009), which set priorities for how University- owned lands will be guided in the future, and gave policy guidance for how the U of M will plan along its edges.

Due to the complex, multi-jurisdictional nature of this area, this plan will be undertaken by a joint partnership of the City of Minneapolis, University of Minnesota, and Hennepin County. Preliminary coordination and work is already underway.

The Stadium Village area is a nexus of transportation routes, hosts a wide variety of land uses and ownership, and offers valuable development opportunities. Its role in the city and region has not been clearly defined in recent years. The arrival of LRT service will create significant change to daily life in the area, so the lack of focused planning is a particularly critical need.

*How does the project meet one or more of the Funders Collaborative's principles and outcomes?*

This project is in line with the identified principles and outcomes:

- *Promote learning and shared solutions:* This plan will in effect knit together the edges of various planning efforts that border on this important, but under-planned area. The partnership model will ensure guidance is consistent and sound. In particular, the plan will tackle the challenging issue of managing the campus-community edge and create a shared vision for both campus and community.
- *Include wide participation, build off of community resident-led planning, and include participation from a variety of sectors:* The community will be actively involved in this planning process from the outset. This will include outreach to residents, businesses, students, institutional partners, and many others in this area. A community based steering committee, numerous outreach meetings, and other means will be used to ensure the community is well represented in the process. This will build off existing planning in place for surrounding areas, and existing partnerships such as the University District Alliance.
- *Promote fairness, paying special attention to the interests of low-income residents:* The Stadium Village study area has an unusual assemblage of residents, from established single family homes to undergraduate dormitories. And sandwiched in between them the MPHA owned Glendale townhomes, a large affordable housing development. There have been no studies to date that look at the needs of these residents and their connections to the LRT and surrounding community. This will be an important part of the plan. Additionally, this plan will explore options for creating much needed new affordable housing.
- *Promote a comprehensive approach to solutions:* This planning effort intentionally is integrating a variety of elements into a comprehensive look at the development and infrastructure issues facing this area, including market, public realm, transportation, land use patterns, and other issues. Additionally, it promotes a comprehensive approach to the area by being a joint effort with the University - not typical, as the City and University generally tend to each have their own planning processes rather than a combined one.
- *Promote sustainability:* Due to its unique and intertwined relationship with the University, particularly the newly developing biomedical campus, Stadium Village provides a perfect setting for green, sustainable models for development. This planning effort will explore these options and potential throughout. Neighborhood organizations and the University have both indicated an interest in exploring and implementing innovative approaches.
- *Promote healthy living:* Developing a walkable, transit oriented place encourages people to get out of their cars and pursue healthy, active lifestyles. However, making sure there is a good bicycle and pedestrian network is an essential part of setting the stage for this. This is a critical issue for Stadium Village, which has bicycle and pedestrian facilities coming in from numerous angles, but no good plan for how they will be safely and directly connected through this busy area.

The plan will deal with this issue. The heavy bicycle and pedestrian traffic in this area emphasizes the need to get this right.

- *Built in community engagement and accountability:* Project will include a range of outreach efforts to the variety of diverse stakeholders and constituencies. The goal will be to create a plan that is adoptable by the City of Minneapolis and perhaps other groups, so public input and accountability will be programmed into the process from the start.
- *Run by an innovative or nontraditional partnership or collaboration:* The partnership of City, County, and University is innovative and nontraditional, as city planning and campus planning have traditionally been done somewhat in isolation from each other. Recent strides in cooperation have begun to bridge this gap, and this plan will take the cooperative work to the next level. The University's recent master plan calls areas such as Stadium Village "joint planning areas" and urges a collaborative effort for planning them (the City's new comprehensive plan has similar guidance). This will be the first major initiative to directly implement these recommendations.
- *Match one or more of the Funders Collaborative's strategic priorities:* This project is consistent with many of these, including:
  - Affordable housing – this project will explore affordable development options (including those taking into account both the cost of housing and the cost of transportation), and seek to maintain and improve existing affordable housing and its connections to the surrounding area
  - Strong local economy – this plan will support Stadium Village's lively business district. A particular area of focus in the plan on parking will address one of the biggest concerns of local businesses, who are losing virtually all their on street parking with LRT (and for a few, their access to the street altogether), as well as job generating new development. It will also explore commercial, industrial, and mixed use development options both in the commercial core and in nearby industrial areas.
  - Vibrant transit-oriented places. Stadium Village is already an active and transit friendly place -- but it lacks the policy guidance and investment priorities needed to fully take advantage of the new LRT line coming to this area. This plan will provide those missing pieces, setting the stage for new public and private investment and development.
  - Effective coordination and collaboration – the planning process itself will help strengthen connection between the diverse, sometimes disconnected constituencies in this area. This includes neighborhood residents, businesses, students, University staff and administration, and others. The community-based partnerships formed through the University District

Alliance will form a solid starting place for community outreach and engagement in this planning process. Through the past several years, this University-community partnership has shown an ability to coordinate and collaborate across a range of diverse stakeholders.

- *Replicable or significance outside of the Central Corridor:* Many parts of this will be replicable. Probably the most unique one will be lessons on how to plan with a large institution in a community. This could well be not just a regional, but a national model. The City, neighborhood, and U of M actually presented at the National American Planning Association conference in New Orleans earlier this year on some of the initial collaboration work between them. This is an ongoing, innovative, and exciting partnership.

*What is your strategy to address the problem?*

The primary goal of this process is to develop a plan for Stadium Village in Minneapolis – including the business district, designated Activity Center, and the Central Corridor LRT station area – that provides guidance for public and private investment and development. This plan will build on direction from recent City and University plans, including the city's comprehensive plan and the U of M master plan, and joint LRT planning efforts by the City, U of M, Hennepin County, and others. To date, there have been a number of plans in the area, but none that focuses primarily on Stadium Village and covers the area in its entirety.

Completing this plan will meet several objectives:

- Provide more detailed guidance for a City-designated Activity Center and nearby Growth Center area, as specified in the comprehensive plan
- Advance U of M master plan recommendations and develop guidance for the "joint planning area" east of campus - where U of M and other landowners and jurisdictions intertwine
- Complete a station area plan for the Stadium Village LRT station area, perhaps the only one along the Central Corridor line that does not yet have its own plan, so the area is well-positioned to take advantage of proximity to the new station and the possibility of transit oriented development
- Make connections between and along the numerous city, county, and state multimodal corridors that intersect in Stadium Village.
- Knit together the edges of the various plans in adjacent areas that have been done independently, and therefore do not present a unified, comprehensive picture for the Stadium Village area - including making connections
- Solicit stakeholder input in an area characterized by many overlapping jurisdictions, including areas with no organized neighborhood association

The plan will be a joint cooperative effort between the City of Minneapolis, University of Minnesota, Hennepin County, neighborhoods, business community, and other stakeholders. This will build on the work done by the University District Partnership Alliance, a partnership of these various groups dedicated towards supporting and strengthening the community surrounding

the U of M Minneapolis campus. It will be coordinated closely with other ongoing neighborhood and Alliance planning efforts.

The study area will include an area within the geography bounded approximately by a half mile radius from the planned Central Corridor Stadium Village station at 23<sup>rd</sup> Ave SE and University Ave. A parking and transportation study will extend somewhat beyond this base area to incorporate some related issues along University Avenue. The study area will overlap slightly with areas covered by other plans. However, this plan will primarily reinforce, rather than replace, existing policies and recommendations. The focus will be on the largely unplanned core areas around the station itself and the adjacent commercial/mixed use area.

As this is a fully built-out area with many land use components that are unlikely to change, the plan will focus primarily on the issues and opportunities where there is need for input, rather than attempting to broadly cover all topics.

### *Background/Outreach*

- Develop plan for public involvement for the project, and identify stakeholders, including residents, institutions, businesses, students, and others. Will include plans for a steering committee, public meetings, focus groups, and other outreach strategies to be used.
- Define overall shared vision and goals for the area, including the community, the City, and the U of M.
- Review existing plans for the area and survey the historic and current conditions of the area, including socioeconomic characteristics of residents/workers/students, business mix, land use patterns, existing and proposed multi-modal transportation facilities, public realm, cultural and historic resources, connectivity, existing and proposed development, planned public and U of M improvements, existing policy guidance for the area, and other factors

### *Land Use and Development*

Conduct market analysis and development feasibility work

- Targeted market research that would educate participants about market function and position analysis (retail, commercial, industrial, institutional) both overall and for specific designated development opportunity sites.
- Identify key development sites, investigating potential development scenarios and evaluating their feasibility.
- Developing land use and development recommendations based on findings

Review existing conditions and plans to determine recommendations for future land use and development in the study area.

- Potential University expansion areas, as identified in the U of M master plan, and transitions to surrounding areas. May include urban design recommendations for transition areas.

- Neighborhood preservation areas and areas of change, and guidance for each of these.
- Identified development opportunity sites; include basic analysis of feasibility and assessment of the residential and commercial market both generally and for these key sites.
- Historic and cultural resources, and methods for preservation and enhancement
- Development standards and urban design guidelines for the area, including areas of transition between adjacent land uses
- Future land use guidance, including any potential changes in policy or zoning

### *Transportation*

Conduct a parking study for the Stadium Village area, extending down University Avenue towards St Paul, outside of general scope of plan but encompassing larger business district.

- Survey of existing parking facilities
- Projection of future demand, taking into account future redevelopment, University-related parking needs, businesses needs, etc.
- Make recommendations to make the most efficient and effective use of parking in this area to satisfy business, residential, and campus demands - while at the same time supporting transit oriented development along the LRT.

Based on the information, analysis, and stakeholder input, develop recommendations for the following:

- Connections to LRT station, and improvements to the station area that are not covered in the Central Corridor project itself
- Bicycle and pedestrian facilities, including connections to existing facilities and nearby destinations
- Streets and traffic issues, including traffic management, signalization, safety, and needed improvements
- Parking supply and needs, including strategies for most effectively managing and regulating parking

### *Public Realm*

Working with University Alliance and other community partners (who will also be exploring this in a larger planning effort), develop some ideas and recommendations for the public realm, including potentially images and renderings showing desired features in key locations, including the following:

- Open space and natural systems - stormwater, river corridor, ecology, and other features of the area
- Streetscape and facade improvements
- Signage and wayfinding, including that for LRT, businesses, and other destinations
- CPTED and other elements of the public realm
- Assessment of potential for “green” streetscape improvements

*Who will be involved and what role will each partner play?*

The City of Minneapolis will serve as the lead staff and fiscal agent for this process. The City has committed \$10,000 of its funds to the project budget. It also will be contributing a significant amount of staff time and expertise to this project. To maximize the impact of this project and leverage resources, City staff will perform a number of tasks which will reduce the consultant budget needed. For instance, the tasks associated with developing recommendations for land use and development (estimated by a private consulting firm at \$42,000-\$47,000) will be done primarily in house. The City has been very active in planning for the Central Corridor, the various station areas, and other neighborhood and University related initiatives in this area.

Hennepin County will also serve a lead role. From planning funds, the County is contributing \$25,000, which will be used to fund commercial/industrial market research and development site feasibility work to help promote the development of transit oriented development. County staff will also be actively involved in the project and contribute time and expertise, both to the project as a whole and in specific reference to County facilities, such as county roads. This is a continuation of City of Minneapolis-Hennepin County partnerships on LRT station area planning, which include many of the Hiawatha LRT stations, and work on both the nearby 29th Avenue and West Bank Central Corridor LRT stations.

University of Minnesota will be the third lead agency. Through its outreach partnership with surrounding neighborhoods including the Stadium Village area, the University is contributing around \$24,000 to residential market research work to help support transit oriented development. (Note that the wide range of land uses of the Stadium Village station area -- from low density residential to industrial rail yards -- necessitates both commercial/industrial and residential investigations to get a full sense of the area's potential.) University staff will also be actively involved in the project and contribute time and expertise, both for the project as a whole and for the significant portion of the station area that is owned and planned by the University. In particular, recent University transportation, land use, parking, and other planning and analysis work will be a valuable resource in understanding the area as a whole.

It is anticipated that several consultants specializing in the various components of the plan (see budget for details) will be hired to complete much of the work. The plan is estimated to take approximately 9-12 months for completion.

The partnership steering this effort will also include neighborhood and business organizations, the Central Corridor project office, University area hospitals, Metro Transit, MnDOT, Metropolitan Council, student associations, and various neighborhood groups and partnerships. There will be ongoing community outreach and involvement as part of this process, to ensure the result is representative of the vision and goals of the community.

One particular community stakeholder worth calling out is the University District Partnership Alliance, a collaboration of the University of Minnesota, its surrounding neighborhoods and businesses associations, the City, and others in a shared effort to

improve the livability of the area around campus through a variety of initiatives. This innovative partnership has been in place for several years, working on issues related to promoting quality development, housing preservation, property regulation and maintenance, community visioning, urban design, and other topics. The Alliance already has engaged many of the relevant stakeholders in the Stadium Village area and will be a valuable partner in reaching the community and gathering input.

*What are your planned short-term and long-term outcomes?*

See section above on Funders Collaborative principles and outcomes for an account of how this project closely aligns with the Collaborative's own priorities.

Short term outcomes for this project include:

- Policy guidance and support for transit supportive development projects in the area, including residential, commercial, and industrial - to help provide more certainty for developers working with this extremely high potential yet challenging area. Including investigating ways to preserve and develop affordable housing.
- Identifying, prioritizing, and funding of needed transportation and public realm improvements to improve the overall transit orientation, functionality, and appeal of the Stadium Village station area.
- Developing solutions for managing parking issues for the area, including mitigating loss of on street spaces, handling the multiple and diverse demands of the campus and business areas, dealing with stadium and other special event parking, and others.
- Setting standards for public spaces and public realm, including urban design basics, to provide guidance for both public and private investment that creates a connected, compatible, walkable and bikeable community.
- Set a model for how the University, City, and others can work together on shared policy and solutions for areas around the campus edge.

Long term outcomes for this project include:

- Supporting new high density mixed use transit oriented development that maximizes the potential of this currently under-built area.
- Reinforcing lively, local, thriving commercial district, now with increased transit focus.
- Creating new jobs and tax base through industrial development that builds on the University's biomedical research facilities to create a world class industrial park.
- A mix of housing that supports all residents that benefit from living near the University, from undergraduates to senior citizens, from young professionals to low income families.
- A community that is a model of sustainability and active living for lifelong learners.

*What indicators will you use to evaluate your success?*

See section above on Funders Collaborative principles and outcomes for an account of how this project closely aligns with the Collaborative's own priorities.

The indicators used will vary, but will include:

- Robust and continued community involvement across a diverse range of stakeholders and individuals, throughout the planning process and into implementation.
- New development projects that embody the vision of the plan and its recommendations for sustainability, transit orientation, and design.
- Sustained occupancy and vitality of commercial district and its businesses.
- Industrial development that creates high quality jobs and builds on the competitive advantages of its location near the University.
- New housing construction that meets the needs of a range of households.
- Public and private investments in infrastructure and public realm improvements.
- Continued growth of non-motorized mode split, including transit, bicycles, and pedestrians within the station area

*What is the project's budget?*

The total project budget is \$119,000 (not including in kind contributions), of which we are requesting \$60,000 from the Funders Collaborative. Sources of funding include:

- Hennepin County - \$25,000
- University of Minnesota - \$24,000
- City of Minneapolis - \$10,000 + in kind
- Funders Collaborative - \$60,000
- TOTAL: \$119,000

The table below simplifies the scope into several categories. Generally speaking, it is anticipated that these pieces will be contracted out separately, or possibly to a multi-disciplinary team. The City will serve as the fiscal agent and grant administrator for the Funders Collaborative portion, but the University and County will also assist with administering their portions of the project.

One note on this approach - this is intentionally different than an approach where a general consultant is hired to do an overall planning process. Through lengthy internal discussions among the team members, and based on past planning efforts and knowledge of the area, it was determined focusing on the specific tasks outlined would be the most efficient and effective use of resources.

<b>Task</b>	<b>Cost</b>	<b>Funding Source</b>
Background/outreach – public involvement plan, visioning, current conditions	In kind	City/County/U of M staff time
Market analysis – residential component and market feasibility	\$24,000	U of M funds
Market analysis – commercial/industrial component and site development feasibility	\$25,000	County funds

Future land use and development recommendations	In kind (estimated at \$45,000 - not in project budget)	City/County/U of M staff time
Transportation – parking study and transportation system improvements	\$40,000	Funders Collaborative
Public realm - open space, streetscape, pedestrian/bicycle connections, etc.	\$30,000	City funds, Funders Collaborative
TOTAL BUDGET	\$119,000	

This budget represents one significant change since the letter of interest previously submitted: a reduction from \$70,000 to \$60,000 in the amount requested from the Funders Collaborative, and a corresponding new \$10,000 contribution from the City of Minneapolis to the project budget. This is a response to the feedback we received from you requesting greater match and more clarification regarding participation in the project.

#### *Capacity and Financial History*

All three partners -- City, County, and University - have a long history of planning and implementation, including station area planning for both Hiawatha LRT and Central Corridor LRT stations. Our mandate for and commitment to public engagement and outreach will ensure strong and continued community involvement in all stages of the planning process. We have the capacity not only to manage this work, but also to complete substantial tasks in house with existing staff.

The partners also have a solid history of financial management, and will readily be able to handle the grant administration, including any necessary documentation and reporting. The budget has been vetted informally with private consultants to ensure the amounts we are requesting are realistic and sufficient to complete the tasks outlined in this document.

Additional project and financial information for all partners is available upon request. Generally speaking, our leadership, planning, and legal documents are public information and readily accessible.

We hope you will favorably consider this request. We are anxious to get started.

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Kathleen O’Brien, Vice President for University Services  
University of Minnesota

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Peter McLaughlin, 4<sup>th</sup> District Commissioner

Hennepin County

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Mike D. Christensen, Director  
City of Minneapolis  
Community Planning and Economic Development

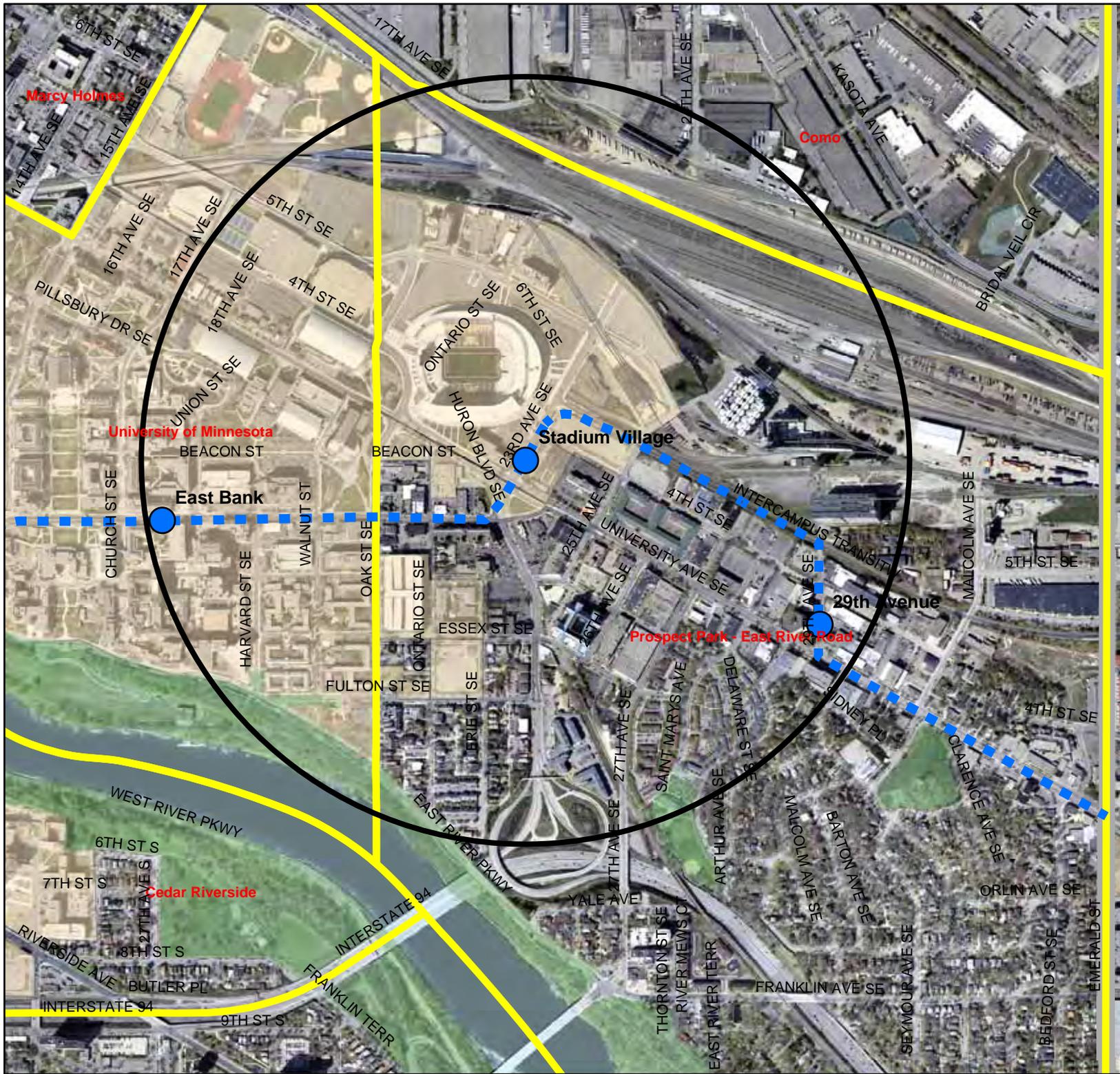
cc: Barbara Sporlein  
Patrick Connoy  
Orlyn Miller

# Stadium Village Planning Area

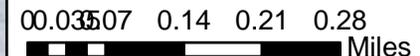
Half-mile radius from station is shown

## Legend

-  Half Mile Radius
-  Central Corridor Stations
-  Central Corridor LRT
-  Neighborhoods
-  Parks
-  University of Minnesota Campus



CPED Department  
Planning Division  
October 28, 2010



# Stadium Village Station Area Plan

## Roles and Responsibilities

### Steering Committee

- **Advisory on process.** The steering committee will provide guidance to the city staff and consultants on how to structure the planning process.
- **Communication with appointing organizations.** Steering committee members will serve as a communication link between the study process and the entity they represent.
- **Public engagement.** Steering committee members may be asked to work with community organizations in getting the word out about public events related to this study.
- **Advisory on plan content.** Although the committee will have input in the plan, broader public input is essential in informing the plan. The steering committee may be asked to be a sounding board and offer preliminary feedback on plan options in preparation for broader public meetings.
- **Who do you represent?** Steering committee members are representing the values of their appointing organization. They also have a responsibility to factor in the perspectives of other groups and individuals. They must consider:
  - City-wide policies/values
  - The satisfaction of multiple needs
  - Feasibility of plan implementation

### Others in Community

- **Provide input on important issues.** Through a variety of means, others involved in the planning process will help to solicit opinions from the public on what they consider to be important issues, concerns, and priorities for the neighborhood.
- **Review and comment on draft plan content.** As the plan is developed, the public will have an opportunity to comment on what is produced.

### Technical Advisory Committee

- **Technical information on specific subjects.** This committee consists of professionals who can provide input on a variety of areas, including business development, transportation, housing, etc.
- **As-needed basis.** This group will not meet regularly, but will be consulted periodically throughout the process as needed.

## Elected Officials

- **Advisory on process and content.** Elected officials provide a city/county level perspective on the plan process, including how it fits in with other priorities and policies. Input will also be provided on stakeholders and key contacts.
- **Represents plan at council level.** The city council member will be involved in the presentation and adoption of the plan by the council as a whole. The plan will not be official until the council adopts it.

## City/County/U of M Planning Staff

- **Project manager.** We are responsible for developing the product and will be presenting it for approval.
- **Consultant manager.** Although there will be no general contractor on this project, consultants will be hired on an as-needed basis for specific components of the plan.
- **Building consensus.** We will strive for a consensus plan. There are likely to be elements of the final plan that there are differing views on. People will have avenues for expressing these views through the formal approval process. Regardless of the level of consensus, staff are responsible for recommending a version to City Council which is consistent with City policy.
- **Primary point of contact.** City staff is the primary contact for anyone who has ideas or concerns about the process.

**Stadium Village Station Area Plan  
Existing Plan Framework**

*The Stadium Village station area has no recent plan. However, plans for various areas in the general vicinity have been done, and will need to be addressed in the Stadium Village process.*

<b>Name</b>	<b>Date</b>	<b>Study Area</b>	<b>Description</b>
Southeast Minneapolis Industrial (SEMI)/Bridal Veil Area Refined Master Plan, Alternative Urban Areawide Review (AUAR)	July 2001	Southeast Minneapolis Industrial area located between University Avenue SE, 15th Avenue SE, Elm Street SE and the Minneapolis/St. Paul border	As a designated Growth Center, the SEMI area is proposed for redevelopment in order to provide jobs and housing. The primary land use proposed for this area is light industrial with housing and commercial proposed along the University Avenue SE corridor. The plan also gives detailed direction for bridge and roadway infrastructure improvements, storm water management infrastructure and park components.
Industrial Land Use and Employment Policy Plan	November 2006	Industrial areas citywide, including SEMI	Provides policy direction for industrial land uses and industrial sector employment in Minneapolis. Key recommendations include adopting Employment Districts for industrial uses, protecting industrial areas from redevelopment, and pursuing economic development strategies for fostering industrial job growth and city resident employment.
University Avenue SE & 29th Avenue SE Development Objectives and Design Guidelines	February 2007	Area around 29th Ave/Prospect Park station between University Ave and the transitway	Provides guidance for the University & 29th transit corridor. The intent is to provide guidance for transit-supportive redevelopment of this corridor. Land use guidance is for a mix of uses, including a variety of residential, commercial, and open space. Built form and site development urban design guidelines are also included. Includes development scenarios for potential distribution of uses, density, and open space.

Name	Date	Study Area	Description
University of Minnesota Twin Cities Campus Master Plan	March 2009	University of Minnesota campus	This plan establishes a framework for guiding the evolution of the campus environment to support the academic mission. It sets the vision for the future, building upon the existing physical attributes, including natural features, open spaces, existing buildings and infrastructure, land use relationships, and the network for movement to, from, and around the campus.
East Gateway District Master Plan	May 2009	Campus area centered around TCF Bank Stadium, adjacent to Stadium Village station	The East Gateway District Master Plan, completed by the University of Minnesota, creates a vision for the campus area surrounding the new TCF Bank Stadium. This plan proposes a mix of new research and academic facilities, core technical support functions, and new office and retail uses within the 54-acre District.
The Minneapolis Plan for Sustainable Growth	October 2009	Citywide	The city's comprehensive plan is a statement of community goals and policies that direct the logical and coordinated physical development of a city into the future. Provides general guidance for topics including land use, transportation, economic development, urban design, parks and open space, heritage preservation, and others.
Access Minneapolis	2009-2010 (various components)	Citywide	Access Minneapolis is the City's transportation action plan that addresses a full range of transportation options and issues, including pedestrians, bicycles, transit, automobiles, and freight. The purpose of <i>Access Minneapolis</i> is to identify <i>specific</i> actions that the City and its partner agencies need to take within the next ten years to implement the transportation policies articulated in <i>The Minneapolis Plan</i> . Includes street design, pedestrian and bicycle sections.

10/28/10 Draft

**REQUEST FOR PROPOSALS**  
**Stadium Village/University Avenue Parking and Transportation Study**  
**Minneapolis, MN**

Issued by the City of Minneapolis in  
Partnership with Hennepin County and  
University of Minnesota

**PURPOSE**

This Request for Proposals (RFP) is being issued by the City of Minneapolis Community Planning and Economic Development Department in partnership with the Hennepin County Department of Housing, Community Works and Transit and the University of Minnesota to solicit proposals for a parking study of the Central Light Rail Transit Corridor Stadium Village Station/University Avenue corridor area.

The aims of this study will be both short and long term: In the short term, this includes maximizing the efficiency of the existing supply of public and private parking, both in terms of layout and utilization. In the longer term, it looks towards future scenarios where the overall parking situation can be improved - both through proposed reductions in demand as well as construction and reconfiguration of parking facilities.

Additionally, this study will provide guidance for needed infrastructure and traffic improvements that will improve overall system efficiency and safety, in the context of the CCLRT impacts on the multimodal transportation network. We are looking for thoughtful, innovative approaches to addressing both parking and accessibility issues.

The study area will be primarily the area along the Washington Ave SE and University Avenue SE corridor from Oak Street SE to the St Paul border (see attached map for general study area). This may be modified somewhat to ensure it covers all significant parking facilities along the route. This study area is located predominantly within the Prospect Park neighborhood.

The University of Minnesota will provide information on parking supply and utilization in University owned parking facilities. The CCLRT project office staff have already compiled a basic inventory of parking spaces and utilization for property owners along the CCLRT route, which will be available as well.

The budget for this work is limited to \$40,000.

**BACKGROUND**

The City of Minneapolis, Hennepin County and the University of Minnesota are undertaking a joint planning study of the Central Corridor LRT (CCLRT) Stadium Village station area. The station, located near the intersection of 23<sup>rd</sup> Avenue SE and University Avenue SE in

Minneapolis, is set in a mixed use urban area adjacent to the main University of Minnesota - Twin Cities campus and in the heart of the metropolitan area. In addition to the parking element, the planning effort will address planning and development, infrastructure, and public realm issues.

Early on in the scoping for this study, parking was identified as a major concern by many stakeholders. Businesses complained that there was insufficient parking for their customers and employees, and that CCLRT changes only exacerbate the situation. Residents reported that their streets were clogged with people driving in from outside the area – parking, and busing or walking to their final destination. And University area parking facilities needed to respond to a wide range of parking scenarios - from lower levels of demand when school was not in session to peak demand due to special events, such as football games in the new stadium.

The area along the Central Corridor in Minneapolis between Stadium Village and the St Paul border is a complex one from a parking perspective. There are tremendous everyday demands from University employees and students, businesses; residents, and many other visitors to this area. Adding to the complexity are the limited availability of parking in this built-out urban area, significant on-street parking losses in the wake of the Central Corridor project, and large fluctuations in demand related to special events.

The timing of the Central Corridor project means this is an excellent time for a comprehensive look at parking issues in this area. The consultant team will be able to build on a significant survey of existing conditions undertaken by CCLRT staff, as well as detailed usage data for University and City owned parking.

As along the corridor in St Paul, there is significant concern about the impact of CCLRT on parking. Over 90% of on street parking spaces along the corridor will be lost with the construction of the line -- impacting businesses who rely on these readily available spots. As many uses were already facing parking constraints ahead of time, this is a major issue.

The issues related to the transportation network are anticipated to be not as extensive, as many have already been addressed through the CCLRT project. The Stadium Village area has a complex, multi-modal transportation network – with major flows of transit, automobile, bicycle and pedestrian traffic. However, as the CCLRT project’s boundaries were limited based on the extent of construction, a more comprehensive assessment is needed to include any areas which are important but have not been directly addressed to date – and to give an overall sense of how the system will function.

## **RELEVANT STUDIES**

The Stadium Village Station Area Plan is being developed to fill a policy gap for this area. However, there are several other plans already in place that overlap with this study area and may be useful to provide context.

- The City of St Paul has already undertaken a similar parking study for their portion of the CCLRT line, which is somewhat a model for this effort in Minneapolis. However, the

role of the University in this area means that not all elements are directly transferable.  
<http://www.stpaul.gov/index.aspx?NID=2734>

- The East Gateway District Master Plan, completed by the University of Minnesota in 2009, creates a vision for the campus area surrounding the new TCF Bank Stadium. This plan proposes a mix of new research and academic facilities, core technical support functions, and new office and retail uses within the 54-acre District. The proposed development plan includes the buildout of parking facilities within the District and adjacent to the Stadium Village station.  
<http://www.cppm.umn.edu/masterplan/Docs/East%20Gateway%20District%20Master%20Plan.pdf>
- The University Avenue SE & 29th Avenue SE Development Objectives and Design Guidelines was completed by the Prospect Park neighborhood in partnership with the County and City in 2007. This plan provides guidance for the 29<sup>th</sup> Avenue/Prospect Park CCLRT station area (although it was not officially designated as an LRT station at the time of the study). The development scenarios presented in this plan have significant implications for future projections for parking demand along the University Avenue corridor. <http://www.ci.minneapolis.mn.us/cped/university-29th.asp>
- The Central Corridor LRT environmental impact statement process includes significant information on existing and projected traffic and parking scenarios.  
<http://www.metrocouncil.org/transportation/ccorridor/CCLRTEnvironmentalDocumentation.htm>

## CONSULTANT SCOPE OF SERVICES

The following list summarizes the items to be addressed as part of this study. The consultant shall outline the methodology and tasks to complete the study.

Key tasks to be addressed include:

Inventory of existing parking facilities – including size, type, cost, and utilization – within the study area.

- Build on and complete the inventory already conducted by Central Corridor project office staff and the University's management and documentation of a large percentage of public parking in the corridor
- Include an assessment of existing on street parking facilities (metered, restricted, free, etc.) as well as off street facilities
- Consider both private and public parking facilities along the corridor

General definition of the parking challenges facing the corridor as a result from existing conditions and the CCLRT project.

- Identification of impacts resulting from a loss of on and off street parking along the corridor due to the CCLRT, and reduction/changes to access.

- Suggest solutions to mitigate it in the corridor, both corridor-wide and site specific. Recommendations can be both for public management of parking and regulations, and private sector improvements and development.
- Identification of specific areas that are of particular concern and require direct intervention, with specific recommendations.

Project future parking demand, taking into account future redevelopment opportunities and the impact of high quality transit service availability.

- Coordinate with staff and neighborhood representatives to development feasible future scenarios.
- Include some assessment of seasonal (school year) and special event parking levels.

Make recommendations to make the most efficient and effective use of parking in this area to satisfy business, residential, and campus demands - while at the same time supporting transit oriented development along the LRT.

- Include recommendations for both on street and off street facilities, public and private. Solutions may address supply, hours, pricing, cooperative agreements, incentives for alternative modes, etc.
- Reference best practices in managing and regulating parking, particularly for the City and University managed parking.
- For areas that are not specifically called out in recommendations, identify a “toolkit” of potential strategies that can be applied to improve parking management.
- Should address both short and long term problems and solutions, both corridor wide and in specific areas.
- May include illustrations or other graphics to demonstrate solutions.

In addition to parking and facilities, generally review traffic and circulation patterns in the area and make recommendations related to improving overall efficiency and safety – in the context of the CCLRT changes to the transportation network.

- Review the entire transportation network for the area, including automobile, transit (bus and LRT), pedestrian, and bicycle routes.
- Identify all planned improvements to the transportation system, over and above the CCLRT project.
- Identify potential safety concerns, particularly related to bicycle and pedestrian conflicts with vehicles. This should address issues with crossing major roads such as University.
- Recommend public infrastructure and operations improvements which would increase system efficiency and/or safety, including traffic management, signalization, safety, and other needed improvements.

The project scope should include time and resources to periodically attend periodic steering committee and public meetings to share results. The final deliverables will include a report summarizing findings and recommendations.

## **PROCEDURES FOR SUBMISSION OF PROPOSALS**

### Contact Person

Direct all inquiries regarding this Request for Proposals to:  
Haila Maze, Principal Planner  
City of Minneapolis – CPED Planning Divisions  
250 S 4<sup>th</sup> Street, Suite 110  
Minneapolis, Minnesota 55415  
(612) 673-2098  
[haila.maze@ci.minneapolis.mn.us](mailto:haila.maze@ci.minneapolis.mn.us)

The City of Minneapolis will answer all written requests received prior to \_\_\_\_\_ in writing, and copies of the questions and answers will be transmitted to all prospective consultants who have notified the City of their intent to propose. It is requested that all applicants provide their e-mail address to the City of Minneapolis in order to expedite the process.

### Submission of Proposals

Proposals shall be delivered to the City of Minneapolis at the address below on or before 12:00 p.m. Central Daylight Time, on \_\_\_\_\_. No late submissions will be accepted. Faxed submissions will not be accepted. \_\_\_\_\_ copies of the proposal must be submitted on standard 8 ½ x 11-inch paper.

Deliver proposals to:  
City of Minneapolis – CPED Planning Divisions  
250 S 4<sup>th</sup> Street, Suite 110  
Minneapolis, Minnesota 55415  
Attention: Haila Maze

Please mark the outside of the package with the title, “Stadium Village Parking and Transportation Study,” with the due date and time, and with the name and address of the firm submitting the proposal.

## **CONTENTS OF PROPOSAL**

Responses to this Request for Proposal shall:

Describe the firm’s history and background, organization, size and capacity to provide the requested services, including examples of similar projects and other public sector clients. Provide references that the City of Minneapolis may contact.

Provide a summary of the proposed approach to the project, as well as detailed description of the methodology to be used to provide the requested services.

Provide a work plan and a schedule for completion of each step in the work plan.

Provide estimates of the number of hours and the cost to provide the services and deliverables.

Provide a fee schedule based on salary, audited overhead, and profit.

Identify specific personnel to be assigned to the project within the various areas of the Scope of Services. Provide resumes for the principal and support staff to be assigned to the project.

Identify one or more individuals to be designated as a contact person for assignments, billings and general contract administration.

Identify any subcontractors that the firm expects to engage to provide services described in the Scope of Services.

Indicate whether the firm's activities or representation of other clients could potentially pose a conflict of interest in its representation of the City of Minneapolis.

## **EVALUATION CRITERIA**

The following are the key criteria that will be used to evaluate the proposals:

- Quality, thoroughness and clarity of proposal.
- Qualifications and experience of staff. Review of references.
- How well the scope of services offered meets department objectives.
- Financial responsibility and capacity of company including whether or not the company, any affiliates, subsidiaries, officers or directors have filed for federal bankruptcy protection within seven years of the date of this RFP.
- Organization and management approach and involvement for a successful project.
- Small & Underutilized Business participation.
- Cost of services proposed.
- Insurance coverage as defined for the services.

(ATTACHED: General City RFP Conditions)

# REQUEST FOR PROPOSALS

## Stadium Village Station Area Market Study Minneapolis, MN

Issued by Hennepin County in  
Partnership with the City of Minneapolis and  
University of Minnesota

### **PURPOSE**

This Request for Proposals (RFP) is being issued by Hennepin County Department of Housing, Community Works and Transit in partnership with the City of Minneapolis Community Planning and Economic Development Department and the University of Minnesota to solicit proposals for a market and development feasibility analysis of the Central Light Rail Transit Corridor Stadium Village Station Area. The analysis will include current market conditions, forecast market conditions for 2014 when the Central Corridor Light Rail Transit line is to open and at 2020. This plan is to include:

- Targeted market research about market function and position analysis (retail, commercial, industrial, and institutional) both overall and for specific designated development opportunity sites.
- Analysis of the appropriate direction station area development should take to ensure long-term success, i.e.: entertainment uses (mostly restaurants, clubs and bars) versus the inclusion of mixed uses (restaurants, office, retail, service, institutional, employment, and residential).
- Identification of three to five key development sites, investigating potential development scenarios and evaluating their feasibility.
- Recommendations and implementation strategies to attract uses and level of development based on findings.
- Coordination with project team to review and comment on land use recommendations.

A residential market analysis of the study area is currently being conducted by Maxfield Research. Coordination with this market study will be needed and results should be evaluated and integrated into this work.

The study area includes the area bounded by approximately a half-mile radius from the planned Central Corridor Stadium Village Station at 23rd Avenue SE and University Avenue. See Attachment A.

The budget for this work is limited to \$25,000.

## **BACKGROUND**

Stadium Village is one of 18 new stations that make up the Central Corridor light rail transit line that will link the downtowns of Minneapolis and St Paul. Ridership on this transit line is projected to be over 40,000 per weekday by 2030.

The area has a unique land ownership pattern, where property owned by the University of Minnesota intertwines with other property owners. The TCF Bank Stadium (opened September 2009), and adjacent Biomedical Discovery district have greatly altered the area's land use patterns, road network and parking. The housing within the study area consists of established single family homes, undergraduate dormitories, and affordable townhomes.

Historically, portions of the study area were a rail yard that served the surrounding industrial uses. Many of the past industrial structures have been removed in recent years to allow for redevelopment.

Portions of the area have more recently been utilized by the University of Minnesota for remote surface parking. Within the last decade, two new research facilities, the Lions Research Building/McGuire Translational Research Facility (Lions/McGuire Research Facility) and the Center for Magnetic Resonance Research (CMRR), were constructed in the study area, with a third research building, the Medical Bioscience Building (MBB), under construction at the time of this report.

## **REVEVANT STUDIES**

The East Gateway District Master Plan completed by the University of Minnesota in 2009 is available to assist in understanding the context of this requested market analysis. This study can be found on the University of Minnesota website and encompasses a vast majority, but not all, of the station area.

(<http://www.cppm.umn.edu/masterplan/Docs/East%20Gateway%20District%20Master%20Plan.pdf>)

The East Gateway District Master Plan proposes a mix of new research and academic facilities, core technical support functions, and new office and retail uses within the 54-acre District. Activity in the District will be supported with the development of the Central Corridor LRT line on 23rd Avenue, combining its transit stop with a new multi-modal parking garage and bus transit/transfer facility. A buildout calculation of future development estimated that the District would accommodate approximately 3 to 4 million gross square feet (gsf) of total new development, including 1.9 to 3.0 million gsf in new

academic and research facilities. Additional parking garages and smaller surface lots will maintain 4,200 parking spaces in the area as parking support for new development and as shared parking reserve for game days at the TCF Football Stadium and the University of Minnesota athletic venues. The physical development pattern is designed to create a dense, walkable urban research district, with buildings in the 4- to 7-story range. The East Gateway District, adjacent to the east bank of the Twin Cities campus, represents one of the last non-developed areas available for future campus growth.

## **CONSULTANT SCOPE OF SERVICES**

The following list summarizes the items to be answered as part of this study. The consultant shall outline the methodology and tasks to complete the study.

### **Key tasks to be addressed include:**

#### Analysis of Current Market Conditions

- What is the Stadium Village Station area's current niche?
- What are the Stadium Village Station area's strengths and weaknesses?
- What are the Stadium Village Station area's main challenges?
- Who shops and dines in the Stadium Village Station area and why?
- What portion of resident spending does the Stadium Village Station area capture?
- What proportion of non-resident spending does the Stadium Village Station area capture?
- What Impact do environmental conditions, site configuration, access, and ownership have?

#### Analysis of Future Market Conditions

- What are the highest and best uses of the Stadium Village Station area?
- Are significant demographic and social changes underway that will affect the Stadium Village Station area's retail, office future?
- What is the likelihood of making the Stadium Village Station area a destination for non-residents?
- Which sites have the greatest growth or development potential?
- What economic development strategies can be derived from this research and how can these strategies guide future work?
- How can these economic development strategies be best implemented?
- What impact will the inclusion of the LRT station have on the area?

#### Development Organization & Strategy

- What strategies and marketing activities will yield the highest benefit/cost in the future?
- Given the current market situation, what types of promotional, infrastructure, beautification, retail/business recruitment, retail/business retention, retail/business development, grant programs, regulatory process or other proactive initiatives are

- What are best practices in terms of stimulating quality development through streetscape, marketing, special service areas or other programs?
- To what extent would the district benefit from public landscape improvements?
- To what extent would the district benefit from building façade improvements?

## **PROCEDURES FOR SUBMISSION OF PROPOSALS**

### **Contact Person**

Direct all inquiries regarding this Request for Proposals to:

Andrew G. Gillett, Principal Planning Analyst  
Hennepin County Department of Housing, Community Works & Transit  
417 North Fifth Street  
Suite 320  
Minneapolis, Minnesota 55401-1362  
(612) 348-4949  
[andrew.gillett@co.hennepin.mn.us](mailto:andrew.gillett@co.hennepin.mn.us)

Hennepin County will answer all written requests received prior to October 24, 2010 in writing, and copies of the questions and answers will be transmitted to all prospective consultants who have notified the County of their intent to propose. It is requested that all applicants provide their e-mail address to Hennepin County in order to expedite the process. No other technical assistance will be offered by Hennepin County in regard to this Request for Proposals. If questions result in the modification of this RFP, the written modification will be distributed to all recipients of the original RFP.

### **Submission of Proposals**

Proposals shall be delivered to Hennepin County at the address below on or before 12:00 p.m. Central Daylight Time, on Friday, November 5, 2010. No late submissions will be accepted. Faxed submissions will not be accepted. Six (6) copies of the proposal must be submitted on standard 8 ½ x 11-inch paper.

Deliver proposals to:

Hennepin County Department of Housing, Community Works & Transit  
417 North Fifth Street  
Suite 320  
Minneapolis, Minnesota 55401-1362

Attention: Andrew Gillett

Please mark the outside of the package with the title, "Stadium Village Market Study," with the due date and time, and with the name and address of the firm submitting the proposal.

## **CONTENTS OF PROPOSAL**

Responses to this Request for Proposal shall:

- Describe the firm's history and background, organization, size and capacity to provide the requested services, including examples of similar projects and other public sector clients. Provide references that Hennepin County may contact.
- Provide a summary of the proposed approach to the project, as well as detailed description of the methodology to be used to provide the requested services.
- Provide a work plan and a schedule for completion of each step in the work plan.
- Provide estimates of the number of hours and the cost to provide the services and deliverables.
- Provide a fee schedule based on salary, audited overhead, and profit.
- Identify specific personnel to be assigned to the project within the various areas of the Scope of Services. Provide resumes for the principal and support staff to be assigned to the project. Identify one or more individuals to be designated as a contact person for assignments, billings and general contract administration.
- Identify any subcontractors that the firm expects to engage to provide services described in the Scope of Services.
- Indicate whether the firm's activities or representation of other clients could potentially pose a conflict of interest in its representation of Hennepin County.

## **HENNEPIN COUNTY PROCUREMENT**

The issuance of this Request for Proposals ("RFP") constitutes only an invitation to submit proposals to the County. It is not to be construed as an official and customary request for bids, but as a means by which the County can facilitate the acquisition of information related to the purchase of services. Any proposal submitted as provided herein constitutes a suggestion to negotiate and NOT A BID.

The County reserves the right to determine, in its sole and absolute discretion, whether any aspect of the proposal satisfactorily meets the criteria established in this RFP, the right to seek clarification from any Proposer(s), the right to negotiate with any Proposer(s) whether or not they submitted a proposal, the right to reject any or all proposals with or without cause, and the right to cancel and/or amend, in part or entirely, the RFP.

The RFP does not commit the County either to award a contract or to pay for any costs incurred in the preparation of a proposal. Submission of a proposal as provided herein shall neither obligate nor entitle a prospective Proposer to enter into an Agreement with the County.

It is understood that any proposal received and evaluated by the County can be used as a basis for direct negotiation of the cost and terms of a contract between the County and the particular firm submitting such a proposal. The County reserves the right to negotiate pertinent contract terms concurrently with any number of firms as it deems in its best interest, whether or not such firm has submitted a proposal. In submitting this proposal, it is understood by the Proposer that the County reserves the right to accept any proposal, to reject any and all proposals and to waive any irregularities or informalities that the County deems is in its best interest.

Evaluation of proposals by staff, technical advisory committees, or by any other group are advisory only, the County Board may consider or reject such evaluation(s) for any or all proposals, such evaluations are for the sole benefit of the County Board, and as such, they are not binding upon the County nor may they be relied upon in any way by a Proposer.

In the event that this RFP is withdrawn by the County for any reason, including but not limited to, the failure of any of those things or events set forth herein to occur, the County shall have no liability to Proposer for any costs or expenses incurred in connection with this RFP or otherwise. Accordingly, each proposal should be submitted in the most favorable terms of costs and programmatic considerations and in a complete and understandable form. The County reserves the right to request additional data, oral discussion, or a presentation in support of the written proposal. The County is not obligated to respond to any proposal submitted nor is it legally bound in any manner whatsoever by the submission of a proposal. It is the intention of the County to enter into a contract with the firm(s) with which the County can make the most satisfactory arrangements for its needs.

The County has broad rights with respect to the procurement and contracting processes as detailed in this proposal. The County may decide to contract with more than one entity to develop the services contemplated herein.